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ABSTRACT

The 4-year action guidelines of the European Centre for the Development of Vocational Training (CEDEFOP) provide orientations and options that can be adjusted to take account of unanticipated events and changed circumstances in planning and program development in job training for the years through 1992. This guide provides information for planning for these major areas of activities: (1) research and development for a European labor market; (2) research on the role of vocational training; (3) activities concerning CEDEFOP's documentation, information, and communication networks; (4) activities to promote the transnational exchange of innovative vocational training concepts; and (5) research and development activities concerning the main actors in vocational training. The final section provides information on activities, resources, and organization of projects. (KC)

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CEDEFOP Action Guidelines 1989 –1992

Adopted by the Management Board in Berlin
on 16 September 1988

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C E D E F O P

# ACTION GUIDELINES

1989-1992

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# Section I

# INTRODUCTION

# I. INTRODUCTION

## Foreword

The change from a three-year cycle to a four-year cycle, 1989-1992, for the Action Guidelines of the Centre was a deliberate move in response to the following considerations:

- as with the other institutions of the European Community, in order to align the Centre's action horizon with the "achievement of the European internal market" and the progressive establishment of the "European social area" by the end of 1992;
- in order to harmonize the scope of action with the four-year term of office of the EC Commission (from 1 January 1989); and
- in order to fall in line with the identical four-year action horizon of the European Foundation for the Improvement of Living and Working Conditions (Dublin), its next "Action Guidelines" likewise relating to the period from 1989 to 1992.

The Centre's four-year Action Guidelines provide orientations and options which can be adjusted, if necessary, to take account of unanticipated events and changed circumstances; a clear distinction must be drawn between these and the concrete project descriptions set out in the annual work programmes, which are in turn based on the annual budget.

## 1. The 1992 perspective

The year 1992 will mark an important step in the process of European integration. This context of economic, social and political integration will be one which calls upon initial and continuing vocational training to play a more important role. The passing of the Single European Act in 1987, the agreements of the European Council of 1988 and the objectives fixed for 1992 place education and vocational training within a relatively new context, that of European integration.

The Community institutions and the social partners are required to manage the diversity which is Europe and ensure, in line with the principles set out in the Treaty of Rome and the Single European Act, that the European Community is a cohesive economic and social entity.

### 1.1 Completion of the European internal market

Completion of the internal market will bring about the free movement of persons, goods, services and capital within the framework of European integration. Its objective being to give a renewed boost to economic growth and employment within the Community, it is expected to give greater significance to vocational training.

The objective, to quote a statement of Jacques Delors, is a "single, dynamic area of solidarity in which common policies are the tangible reflection of the common good".

(Stockholm, May 1988).

Completion of the internal market, therefore, will not merely be a matter relating to economic and technical considerations but will affect all Europeans, Europeans in a Europe which is organized on the basis of common regulations intended to promote equality of opportunity for all Community citizens with regard to the potentialities opened up by the "great single market" of the European Community.

1.2 Effective free movement of human resources

The entry into force in 1987 of the Single European Act reaffirmed the objective of the programme set out in the Commission's 1985 White Paper and at the same time broadened its purview.

The year 1992 will probably herald a period in which the exchange of highly skilled manpower will be the predominant aspect in manpower movements. The provision of certain services and transnational cooperation between companies are increasingly providing evidence of these exchanges within the Community's working population.

In order to preserve and expand its innovation capacity, its competitiveness and its faculties for creating wealth and prosperity, Europe will have to invest both today and in the future with a view to upgrading skills and the versatility of its manpower.

From this perspective, training can be seen to play a central role in the process of European integration.

1.3 Economic and social cohesion

In achieving this major objective, vocational training should and indeed can also help to trigger off an economic recovery in the regions and areas which are in need of special investments in terms of human resource development in order to make profitable use of available potentials (crisis-stricken or otherwise disadvantaged regions). It can also be instrumental in combatting structural unemployment and marginalization processes among particularly disadvantaged groups such as migrant workers and the disabled.

Priority action to promote equality of opportunity for women and offer better training prospects for young people would likewise further the objective of securing social cohesion.

1.4 Participation of the two sides of industry

The social dialogue is particularly important in the wake of the far-reaching changes in work organization which have ensued in connection with the introduction of new technologies. It is also very important in connection with the changes taking place with regard to qualifications and skills.

Vocational training provides a particularly suitable platform for the social dialogue, a dialogue which is important not only because it can pave the way for framework agreements and the conclusion of collective agreements in the economic field but also because, at a more general level, it is instrumental in promoting the significant social and polital goals on the road towards a "people's Europe" (cf. the decisions of the European Parliament, the Economic and Social Committee and the European Council of the European Community).

## 2. Human resources in Europe

### 2.1 Workforce mobility and regional imbalances

- Population trends differ from one Member State to another; these discrepancies could provoke intra-Community migration among certain population groups.
- One of the keys to the effective free movement of persons within the Community is established comparability and mutual recognition of the various qualifications available at all levels on the labour markets of the Member States.
- At the same time, the old industrial areas and those with a poor technology infrastructure could attract new investors by adapting the skills of their existing workforce and ensuring that skilled manpower remains in the area.

## 2.2 A changing labour market, changing industrial relations and qualifications

A number of internal factors on the labour market are already influencing the orientation and importance of vocational training, particularly continuing training, and their influence will become stronger in the future:

a) The service sector is expanding, in particular services to manufacturing industry; other sectors which will have an increased need for skilled manpower are those linked to the development of tourism, finance, communications, marketing and the health and welfare sector.

b) The Member States of the European Community are confronted with the problem of long-term unemployment, the average period being one-and-a-half years, and the corresponding deskilling effects among those affected.

c) In-company vocational training, especially in medium and large companies and in the service sector, is thus becoming an issue of prime importance.

d) The social partners are attaching greater significance to the organization of work processes and are including this aspect in agreements on training needs and how to meet them.

e) A profound change is also taking place in manpower deployment, with the attendant need for a global understanding of the processes of production and the compound skills required to develop them (mechanical plus electronic engineering, design plus CAD, automation control plus maintenance, quality control plus statistics, etc.), and the possible call for an individualized approach to training

3. The increasingly important role of vocational training within the Community context

3.1 This process finds expression in a number of major decisions and resolutions taken by the Community institutions which have had a direct impact on the CEDEFOP Action Guidelines. Specific mention should be made of the following:

- the 1963 decision of the Council on the "General Principles" of the European vocational training policy;
- the resolutions and decisions of the Council concerning vocational training measures relating to new information technologies (June 1983);
- the resolution concerning vocational training policies in the European Communities in the 1980s (July 1983);
- the decision concerning the comparability of vocational training qualifications between the Member States of the European Community (July 1985);
- the decision of 1 December 1987 concerning a "Community Action Programme for the training and preparation of young people for adult and working life".

3.2 The role of vocational training in the 1992 context has recently been underscored by the Commission in the following documents:

- "The social dimension of the internal market" (*)
- The communication of the Commission to the Council: "Education in the European Community: medium-term perspectives 1989-1992" (**)
- "Report by the inter-departmental working party on the social dimension of the internal market" presenting the most significant aspects of vocational training policy (***)

## 4. The Centre's three functions

Looking to 1992, even greater claims will be made on the Centre's three functions:

- The function as a pioneer and initiator of innovations calls for independent research activities to identify responses to the complex problems raised for vocational training by structural unemployment, the new technologies, changes in skill and qualification profiles, etc.
- The function as a forum for many forms of encounter and as a centre for the exchnage of information and experience among the most important actors in vocational training (the social partners, governments, national and international institutions), will continue to expand in line with the ongoing expansion of the Centre itself.

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(*) Working document submitted by the Commission to the Council of the EC dated 14.9.1988, ref. SEC(88)1148 final

(**) 18.5.1988

(***) 15.1.1988

- The function as a support institution assisting the Commission of the European Communities will expand in line with the progress made by the Council of Ministers and the European Parliament in adopting concrete vocational training measures; from this viewpoint, the increasing workload incumbent on the Centre (in particular in connection with the "Study visit programme for vocational training specialists" and the Comparability of vocational training qualifications") can be regarded as a condition for success at Community level.

During the coming four-year period the Centre will endeavour to strike a balance between these three functions.

Section II

# MAJOR AREAS OF ACTIVITY 1989-1992

## II. MAJOR AREAS OF ACTIVITY 1989-1992

### A. Research and development contributions with a view to effectively realizing the free movement of persons and improving occupational profiles at Community level (Perspective: "A EUROPEAN LABOUR MARKET")

- Because of the complexity of this issue and of the decisions adopted by the Council of Ministers, work on the Comparability of vocational training qualifications" must make use of less cumbersome work methodology for the new sectors, base on the approximation of qualifications and drawing on of the important occupational groups as seen from the perspective of the future "European labour market".

- Every Community citizen has an individual right of establishment in any Member State and the right to carry out an activity under the conditions applicable in the host country. However, because of the differences in living and working conditions both in legal and social terms and also as regards vocational training from one Member State to another, in practice the possibility of pursuing an occupation is dependent everywhere on a number of criteria. The most difficult criterion here concerns evidence of the theoretical and practical knowledge and skills usually required for diplomas, certificates and other formal qualifications.

- It is inevitable that the work intended to facilitate the free movement of individuals and to improve and harmonize the content of vocational training with updated occupational profiles at Community level will claim a substantial resource investment, especially as the Council of Ministers is calling for work to be speeded up with a view to the year 1992.

a) Comparability of vocational training qualifications

a.a The Council Decision of 1985 (*) called for the establishment of comparative tables of the training contents and vocational qualifications existing at training level 2 in the various Member States. Article 2 of this Decision specifies, inter alia, the following:

- "The work may use as a reference the structure of training levels drawn up by the Commission with the help of the Advisory Committee on Vocational Training.
- "The work ... shall first and foremost concentrate on the occupational qualifications of skilled workers in mutually agreed occupations or groups of occupations.
- The scope of this Decision may subsequently be extended to permit work to be undertaken, on a

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(*) Decision of the Council of Ministers of 16 July 1985 (85/368/EEC) concerning the comparability of vocational training qualifications between the Member States of the European Community

proposal from the Commission, at other levels of training."

To date, the Centre has completed work on six sectors (hotel/restaurants/catering, vehicle repair, construction, agriculture, electrical/electronic engineering, textiles/clothing. Pursuant to the Decision, by the year 1992 and the completion of the internal market, the Centre will continue to establish the required comparative tables for the most important sectors of the economy and corresponding occupational groups.

a.b The work concerned will take due account of the preparatory studies launched by the Centre as of 1988 to establish an initial set of comparative tables which, by demarcating the various occupations and their corresponding functions and their respective training paths, will facilitate the task of achieving a consensus among the experts designated by the bodies concerned.

At the same time, they will contain all the basic information on the recent development of these occupations and functions enabling the production of occupational profiles which may serve as a reference at Community level.

a.c On the basis of this work, CEDEFOP will endeavour to establish a database to cover the whole of the Community. An overview of the work planned for the

period up to 1992 is presented at the end of this section; each year the Work Programme will provide a detailed plan for action.

b) Directory of comparable occupational profiles within the Community (by occupational group and including "new types of employment" seen in a Community context)

b.a In many fields of employment (mainly the service sector but also and increasingly in the sectors of industry most affected by the new technologies), occupations have not been listed in the various classification systems in such a way as to permit comparisons to be made. Occupational profiles (*) may be a useful means of establishing comparability between the corresponding contents and functions of occupations in these sectors, partly because a large number of the occupations and professions may possibly be included

(*) From amongst the many definitions of an "occupational profile", CEDEFOP has adopted, for the purpose of the directory, the concept of "applied theoretical and technical knowledge and competencies required to design, execute, control and correct - in full or in part - the production of a good or the provision of a service". The differences in the levels of the various profiles will be presented as a function of the weight each of these parameters brings to bear on the overall functions of the occupation concerned.

in more comprehensive skill profiles in that they assume a higher degree of abstraction. Furthermore, a large number of workers in the Community have no certificate or other formal qualification; in these cases, occupational profiles may serve as a yardstick for recognizing these skills.

From the viewpoint of its practical application; a directory of occupational profiles could serve as a point of reference for dealing with the occupational qualifications scheduled for comparison. This directory will be based on consultations with persons involved in the production system and would give consideration to the training needs of workforce; such a directory could, at the same time, serve as the basis for developing vocational education and training programmes.

b.b In addition, the functional character of this directory will be reinforced by the fact that innumerable "work situations" can already be found in the Community which require knowledge and skills which are common to a number of established occupations, this as a consequence of the growing penetration of certain technologies, in particular information technologies, in the various processes.

This leads the parties responsible for vocational training to discuss and plan appropriate new curricula (ie. in respect of electronic application of commun-

ications, aeronautics, teaching, medicine, biotechnologies in intensive forms of agriculture and livestock farming; the new materials for use in industry and construction; alternative and renewable energy sources, environmental conservation and the recycling of certain materials, etc.). All this will henceforth make it necessary to speak at Community level of "new occupations" (or new profiles).

b.c This line of action aims at establishing a directory of occupational profiles which are comparable within the Community, a directory listing qualifications which can be regarded as comparable, this being obviously linked with the work concerned with level 2 qualifications ("Comparability of vocational training qualifications" project). The preparatory studies mentioned under a.b will serve as a basic foundation for this work.

These activities must also be closely linked with the products of the "European observatory on qualifications and occupations", as it is intended that this "observatory" should deal with occupational groups or families, monitoring their qualitative developments (cf. table, page 21).

b.d The results of this project can be of use:

- to those in the training system who are responsible for establishing the limits which determine the

comparability of the qualifications and certificates currently offered in the Member States;

- to the structural funds in their management functions, serving as a reference base for both training schemes to meet current labour market requirements and innovative training schemes with a Community-wide purview;
- to those who, in each Member State, hold decision-making authority for planning vocational training (what courses and for whom), thus making it easier for national authorities to decide which diplomas, certificates, etc. might qualify for Community recognition.

c) Concurrent activities with a view to 1992

c.a Via the activities mentioned under a) and b) above, CEDEFOP should be able to make a contribution towards the possible application of a "Community system for the mutual recognition of diplomas, certificates and other forms of validation relating to vocational training" by providing the technical instruments of reference.

c.b This work will therefore be one of the supporting elements for the creation of a "European training pass" proposed in the Commission's White Paper and supported by the European Parliament and by the Economic and Social Committee, this by virtue of either the information sheets drawn up in connection with work on the

comparability of vocational training qualifications or the tables of comparative occupational profiles.

WORK SCHEDULE on the "Comparability / Recognition of Vocational Training Qualifications"

-1988 - 1989 - 1990 - 1991 - 1992 -

| | COMPARABILITY OF QUALIFICATIONS (CEDEFOP) | PREPARATORY STUDIES FOR THE COMPARISON OF QUALIFICATIONS (CEDEFOP) | EUROPEAN OBSERVATORY OF OCCUPATIONS AND QUALIFICATIONS (COMMISSION) | DIRECTORY OF OCCUPATIONAL PROFILES (CEDEFOP) |
|---|---|---|---|---|
| Level | 2 | 2, 3, 4 | All | Ex post classification |
| Analysis units | Sectors of the economy | Sectors of the economy and occupational groups | Occupational groups (information technology and others) | Sectors of the economy and occupational groups |
| Objectives | Comparison of functions and diplomas/certificates on the basis of occupations | Comparison of functions on the basis of the current needs of economic agents (excluding occupations) | Qualitative development of functions: by enterprise type and job type | Reference for intra-Community comparability of vocational qualifications for a possible recognition of training certificates and diplomas and for a "training pass" |
| Anticipated products | Descriptive tables of the comparing occupations on the basis of activities and corresponding certificates | Broader description of what should be done in line with each production process (direct resource for the profiles) | Description of changes in each occupational group | Pooling (and, if applicable, supplementing by ad hoc studies) the results of the work described in the previous columns with the production of a directory |

B. Research work on the role of vocational training particularly in the achievement of the objectives of the Community structural funds (Perspective: "ECONOMIC AND SOCIAL COHESION WITHIN THE COMMUNITY")

a) Regional development: programmes for "backward regions" and "rural areas"

a.a In line with the priorities governing the operations of the Community structural funds, particularly the European Social Fund and the European Regional Development Fund, the Centre will be able to undertake a comparative analysis of innovative training strategies linked with regional development with a view to developing such strategies as "model" programmes.

The Centre will be able to produce a directory of training provision (profiles, qualifications, curricula) in fields offering possibilities of job creation. Defined in advance, the fields concerned could be those of importance for the regions undergoing structural adjustment, such as heritage conservation and renewal, water, air and nature protection, tourism, biotechnologies, etc.

The analytical work already undertaken to examine these problems will be complemented by research in regions which have seen their economies recover mainly as a result of human resource development. Basically, this will be a matter of providing a series of

model programmes for submission to the decision-making authorities.

a.b In rural areas with problems resulting from their geographical isolation, low population density, general pace of life and low skill levels, modern technologies should be placed in the service of education and training. Vocational training software can be identified for meeting the specific difficulties encountered by these areas and regions lagging behind in terms of development.

a.c Drawing on its previous work on such regions, CEDEFOP can contribute towards establishing a database on skill supply and demand in disadvantaged regions and rural areas and also towards preparing monographs setting out the corresponding needs.

b) Vocational training for certain "areas of difficulty", particularly in crisis-stricken regions and industries and for specific target groups

During the coming four years, the Commission may, as in the past, request support from CEDEFOP in two respects:

- in identifying programmes to serve as models for deploying structural funds in certain sectors with a crisis-stricken industrial base;
- in identifying training programmes for target

groups who have particular difficulty in joining or rejoining the workforce, such as young people from migrant-worker families and the disabled.

b.a With regard to the first aspect, the Centre has already developed and implemented a model for analysing and applying techniques developed by centres of excellence for a crisis-stricken sub-sector and regions in partial or overall decline (the textile and clothing industry in Spain, Greece and Portugal).

For the first phase of this project it is envisaged that the same work schedule will be applied to other crisis-stricken sectors and zones (e.g. shipyards).

b.b CEDEFOP will also analyse the trajectories of young people with a migrant-family background, their post-training integration into the workforce of the host country or reintegration in their country of origin.

Using a model project developed for specially selected target groups, a project concerning young people of three nationalities in three different host countries is scheduled for completion in the medium term.

b.c A complementary approach developed in collaboration with the Commission has made it possible to further advance various work projects concerning vocational training for the disabled; these are mainly concerned with the dissemination of information on successful

projects. It will be beneficial to promote this work on the basis of comparative studies, paying special attention to innovative approaches to content and didactic method and also to the computerization of all major data relating to vocational training opportunities, e.g. within the framework of a Community network such as HANDYNET.

c) Promotion of continuing training, in particular as a means of combatting long-term unemployment

c.a Parallel to the work being undertaken to upgrade vocational training, the Commission has already drawn up the general guidelines of a three-year programme to promote the mechanisms, instruments for retraining and media used in continuing training to combat structural unemployment.

Moreover, the rapid changes taking place in work organization and in qualification contents (see Section A) are calling for the monitoring of successful formulae and methodologies for promoting continuing training.

c.b Moreover, because of the increase in long-term unemployment, CEDEFOP, working in close cooperation with the Foundation in Dublin and liaising with the action programmes proposed by the Commission, will initiate research on the specific deficits of this target group in particular and the opportunities

available in terms of continuing vocational training. A stocktaking of the measures taken by the Member States should make it possible to enrich the debate, in particular that between the social partners, on the development of continuing training.

c.c In the field of continuing training in enterprises, CEDEFOP will, during the coming four-year period, have to take account of the changing role of the social partners (e.g. via model collective agreements - cf. Section E) also of the changes in the analysis and technical evaluation of certain pilot projects.

c.d Finally, the Centre will continue to be the European platform for the various transnational conferences organized jointly by regional, national and European institutions on this subject.

d) Training to integrate young people and reintegrate women in the workforce

d.a The activities relating to young people will mainly concern research on the following themes:

- the specific problems of disadvantaged young people, especially in the countries and regions of the Community where there is still a wide discrepancy between vocational training provision and needs from both the quantitative and qualitative viewpoint;

- the social and material status of young people, in particular the financial support which they or their parents obtained during their vocational training (scholarships, salaries, tax privileges, etc.).

d.b These activities must go hand in hand with support to the Commission in realizing the Action Programme on the preparation of young people for adult and working life which was provided for by the Resolution of the Council of Ministers of 1 December 1987.

The Centre's contribution towards this programme will not only take the form of research on the upgrading of training in the Member States and on vocational qualifications, it will also help to enable a substantial number of vocational training specialists to participate in the study visit programme in the next four years.

d.c The Centre's activities in the field of vocational training for women are aligned to the Community guidelines for the practical application of the principle of equal treatment for men and women in working life. Activities for women in the field of vocational training are concerned with the majority of the important projects (in particular: regional development and vocational training, continuing training, training for the long-term unemployed, the social partners in vocational training).

d.d Accordingly, within the four-year programme and subject to its limited resources, CEDEFOP will concentrate on certain aspects of the problem considered to be the most urgent within the context of its work:

- job creation;
- new technologies and diversification of occupational choice;
- counselling in matters of equal opportunity.

The Centre's activities will also cover the evaluation of vocational training programmes for women. A corresponding methodology must therefore be developed by 1992 on the basis of concrete measures implemented in the Member States.

The Centre also hopes (in connection with the work referred to under C/b-a) to contribute towards improving statistics on vocational training provision for women.

In any case, until the internal market has been completed, the Centre will continue to provide support to the Commission with reference to the Community programme and decisions on equality of opportunity and vocational training.

C. Activities concerning the Centre's documentation, information and communication networks (Perspective: "EUROPEAN VOCATIONAL TRAINING AREA")

a) Information, documentation, database and terminology handbook

a.a Overall approach

CEDEFOP will continue to supply information for all those engaged in the field of vocational training within the Community. This presupposes producing material which is specially designed for specific addressee groups but also the possibility of accessing sources of information for those who wish to carry out research. During the coming four-year period, CEDEFOP will pay special attention to ways of using the new information technologies in order to improve the efficiency of the service.

a.b Documentation network and databases

- A clearer role should be assigned to the members of the Centre's documentation network - information centres in the Member States whose task it is to disseminate information on what is taking place at Community level and in other Member States.

- In addition to continuing work to further develop the Centre's documentation and information package

service, there are plans to make fuller use of the possibilities opened up by the new information technologies with a view to

. enlarging the database of bibliographical references by integrating the material published annually in the Community in 1988 (books, periodicals, legal works, internal documents, etc.);

. providing information (names, addresses, activities, etc.) on the major organizations engaged in the field of vocational training within the Community;

. providing information on recently completed or on-going research on education and vocational training in the Member States;

. providing information on vocational training systems and structures in the Member States (cf. below, section on the Guide);

. providing information on databases at Community and local level which are concerned with education and initial and continuing training.

- CEDEFOP will cooperate closely in its information activities with the Commission and, in particular

with the information networks already in existence, e.g. EURYDICE and HANDYNET. Cooperation with EURYDICE will be especially important in setting up databases, particularly relating to rural education and training systems and structures in the Member States, but also in updating and, where necessary, revising and expanding the instruments required for processing the information, e.g. the multilingual thesaurus which has already been produced.

- Documentation databases to meet the needs of specific sectors could be developed provided that joint ventures can be arranged for this purpose with key partners in the sectors concerned.

- Although the users of the information are essentially located within the Member States of the Community and the subjects covered likewise mainly address this area, it would be desirable to continue to establish links with international organizations and third countries. Particularly from a technical point of view, cooperation with the International Labour Office and its regional centres has proved to be most effective. This exchange of information, publications and research reports relating to education and vocational training with the ACP states, east European countries, the Latin American countries and China should be developed.

- The documentation service will continue to dispatch information regularly to members of the network, to develop an information/bibliography section in the Vocational Training Journal, to provide bibliographical and documentary information to support the study visit programme and, with assistance from the members of the network, to prepare and publish documentary/bibliographical dossiers on selected themes.

a.c Other information functions

- As 1992 approaches, the Centre will receive a very large number of invitations to contribute to international, national and regional seminars and conferences on education and vocational training. The Centre will endeavour to meet as many requests as its financial and manpower resources permit.

- CEDEFOP will proceed with developing new technical media for the visitor service at the Centre and also with systematically establishing and fostering contacts with vocational training specialists. This involves developing the Centre's contacts with multipliers in government circles, employers' associations, trade unions and scientific establishments and also improving the services provided for visitors who travel to Berlin on the recommendation of Community institutions, mainly the Commission, or international organizations.

- There are also plans to produce and disseminate videos on national vocational training systems ("co-productions") and to prepare a new audio-visual production portraying the Centre's activities to take account of the new Action Guidelines 1989-1992.

- Stronger terminological support should be provided for the priority work projects (e.g. on the "Comparability of vocational training qualifications" and the "Directory of occupational profiles"), and efforts should also be made to further consolidate the cooperation with the terminology services of the European Community and other international organizations provided these are prepared to share both the workload and the costs.

b) Development of a model for analysing changes in vocational training systems (with special reference to the movement of manpower and financial resources)

b.a The objective of this analysis of vocational training systems is to identify changes in their structure and operation in relation to the following:

- changes in the skills required on the labour market;
- changes in the characteristic features of those who pass through (or remain outside) these systems;
- the impact of the various financial instruments available.

b.b A series of findings on population trends, job changes, duration of school education - to some extent the results of qualitative studies on the funding of vocational training - serve as the basis for the Centre's proposal to carry out two studies in this field during the coming four-year period.

An analysis will be carried out in the initial training field to identify indicators on:

- the interrelations between the various vocational training trajectories and the way in which the latter are changing in response to labour market requirements;

- the impact of longer full-time school education on the integration of young people into working life;

- the impact of the measures taken for young people, and for the system of employment as a whole;

- the nature of problems relating to the transition from school to working life in the light of young people's attitudes to work and the problems arising from the decline in population.

A further analysis is indispensable for identifying deficits in continuing training and examining the efficiency of the various financial instruments which

have been introduced. This study should make it possible to define the type of measures and instruments which could contribute towards formulating a coherent policy for continuing training.

The courses of action proposed above are at the same time intended to serve as a background resource for all the activities of the Centre.

c) Publications: periodicals, occasional publications and the new Guide

c.a CEDEFOP will continue to use its publications as a vehicle for disseminating information and new ideas and advancing reflection and the scientific debate on priority issues in vocational training.

Efforts will be directed towards achieving an optimum cost-benefit ratio by tailoring the form of each publication to the needs of its respective target group.

c.b The periodical publications will remain the main instruments for regular communication with a broad readership.

- The specialized journal "Vocational Training" will continue to be produced mainly for the large target group made up of researchers and experts who are closely involved in preparing the ground for the

decision-making process in the field of vocational training.

Since the production process is to be rationalized and the translation costs contained, in future the Journal can only be published in the languages for which a sufficiently large print-run is required.

- CEDEFOP flash, with its flexible editorial and production possibilities, serves as a source of up-to-date information on the Centre's activities; this publication is intended mainly for policy-makers at Community and national level and for the social partners.

- CEDEFOP news, will be published more frequently in future and will therefore be used more to disseminate information on recent developments in vocational training policy in the 12 Member States and the initiatives taken at Community level; this publication forms part of the strategy to reach the broadest possible readership (print-run of ca. 30,000). The need to reduce production costs and streamline the production process, however, now means that the number of languages of publication must be limited and a more modest presentation adopted.

- CEDEFOP press, is to continue to serve as the link with the mass media and thereby as a multiplier for

information on the most important aspects of the Centre's activities.

c.c The occasional publications will likewise continue to represent an important part of the Centre's activities.

- The occasional publications of a scientific nature will be even more closely tailored to the needs of their specialist readership in terms of form and content, though without neglecting the possibility of publishing summaries instead of sometimes extremely lengthy study reports. The language versions selected for such summaries may vary according to theme and special interest.

- There will also be occasional publications of a purely informative nature on the Centre and its activities (leaflets, booklets, catalogues, etc.).

c.d The comparative descriptions of the vocational training systems in the 12 Member States represent a documentation basis for all CEDEFOP activities. The majority of the national monographs have been revised. These monographs are structured in a more or less similar manner. Keen interest has been expressed in the Centre's producing a new general comparative survey. This new "Guide" could be published in abbreviated form (with references to the graphics in the original "Guide") and with a reduced print outlay, though if possible in all the Community languages.

It should be updated at four-year intervals. This could be facilitated by making use of the database proposed in the documentation section and also the "documentary dossiers" of the EURYDICE type (see C-a.b). Its content could be limited to the comparative sections of the original Guide, especially as contrasting aspects have meanwhile been made the subject of numerous other publications.

D. Activities to promote the transnational exchange of innovative vocational training concepts (Perspective: "EUROPEAN VOCATIONAL TRAINING INNOVATION AREA")

a) Forum with national training research bodies

a.a The annual meetings of directors of research and development institutes for vocational training from the 12 Member States held since 1985 will be continued during the next four-year period; the objectives here are three fold:

- to promote a continuous exchange of information on research priorities in the field of vocational training in the 12 Member States; it is intended to publish a handbook on research priorities of the research institutions in the 12 Member States;

- to provide continuously updated information on the main areas of activity of the Centre and the Commission, with the latter reporting on its policy priorities in the field of vocational training;

- to serve as a platform for suggestions for improving bilateral, trilateral and multilateral cooperation between and among the participating establishments both for joint programmes and for the exchange of research personnel between national institutions participating in the Forum.

a.b It has been proposed that "vocational training perspectives" for the years 1992 and 2000 should be discussed within the framework of the CEDEFOP "Research Forum". For this purpose, work can draw on the methodological and empirical experience gained from the "scenarios" which have already been developed in a number of Member States. Such forecasts, undoubtedly interesting in various respects, on the most important developments in the complex fields of initial and continuing training, represent an extremely difficult undertaking for a Community of 12 Member States with a total of more than 320 million citizens. An internal CEDEFOP working group will systematically examine the material available, consult a number of leading external experts and develop ideas regarding the methodologies which may be employed from 1989 onwards in the work on "Perspectives for vocational training 1992 and 2000".

b) Study visits for vocational training specialists in the European Community

b.a The Community programme of study visits is the result of a decision taken by the Council of Ministers in 1983. In 1985 the Commission assigned CEDEFOP the task of organizing the programme (preparation, implementation, evaluation), an assignment which was duly adopted by the Management Board. This programme for vocational training specialists is a necessary supplement to other programmes for specialists in the

general education and higher education fields; the Centre maintains close cooperation with the organizers of these programmes.

b.b In close cooperation with the EC Commission and the national liaison centres, CEDEFOP is responsible for a number of design and organization tasks in planning, implementing and evaluating each of the study visit programmes.

The annual activities will centre on aspects of vocational training which are considered to offer scope for innovation in the Member States. The increasing participation of trainees and trainers has also given a special dimension to the programmes, which is complementary to other priority activities in the Community.

b.c Another characteristic feature of this CEDEFOP programme is the very strong involvement of the social partners and other important bodies who are represented here by experts and persons responsible for providing vocational training; their active participation facilitates the transfer of expertise to their respective areas of activity. This feature is in line with the composition of the Centre's Management Board and also with its decision to continue and progressively expand the programme as a major activity during the period covered by these Action Guidelines. Proper use of computerized programmes will also make

it possible to work towards the objective of activating information exchange networks between the numerous bodies in the 12 Member States which receive the visitor groups. The programme also makes it easier to compare the ideas of numerous vocational training specialists; these views and ideas are collected and made the subject of a publication each year.

c) Distance learning and the use of the mass media in vocational training

c.a The progress to be made towards creating a European social area also calls for a general effort to upgrade the technical and occupational knowledge base of as many citizens as possible within the Community. This implies a need for developing vocational training opportunities of an equally high standard irrespective of geographical location and also the need to augment training provision.

c.b With regard to distance learning, the studies and meetings which CEDEFOP has jointly coordinated over the past years with specialized institutes in five Member States have demonstrated the need for more intensive cooperation in this field; accordingly, the Centre will continue to promote contacts between the main actors in distance learning in the Member States and to evaluate international cooperation ventures in this field with a view to developing models and

and establish the criteria for such cooperation.

Section B of the "Community programme on cooperation between universities and enterprises regarding training in the field of technology" (COMETT) makes reference to European cooperation in the field of distance learning; here, CEDEFOP will continue to serve in an advisory capacity as desired by the Commission.

c.c In cooperation mainly with the Commission, the Centre will continue to serve as a forum for exploring a field which is developing rapidly: "modern educational media" (e.g. satellite TV, videodiscs, interactive video systems); it will also publish analytical reports on these media in its periodicals.

Television only a small slot to the subject of training, particularly as regards the problems faced beyond national borders. Accordingly, it has been suggested that from 1989 on CEDEFOP should award a "European Prize" for productions which stand out for addressing European aspects of vocational training or for taking these into account in their content. Essentially, such a prize would be of symbolic value and could help to promote long-term cooperation among producers.

Pursuant to the decision of the Council of Ministers concerning a "Community action in the field of

learning technology" (DELTA programme) (*), and to the extent that the Centre's participation in the corresponding consultation body is desired, CEDEFOP will be prepared to contribute, within the limits of its manpower resources, to the implementation of this programme, in particular by serving as a platform for the exchange of experience on innovative concepts amongst those responsible in this field in the Community.

d) Promotion of the exchange of experience on transnational training projects and innovative vocational guidance projects

d.a Having acquired several years of experience of collaboration with border regions within the Community in various fields, CEDEFOP is prepared to offer a modest but concrete contribution in terms of "technical assistance/consultancy", mainly in the design of transnational vocational training projects. Experimental work in this connection has already been carried out over the past few years, in particular two projects, one to determine training needs and

(*) Decision of the Council of 29.6.1988 (OJ No L206/20 of 30.7.1988) "Concerning a Community action in the field of learning technology - Developing European learning through technological advance (DELTA) - Pilot phase"

the other on the training of trainers. With support from Community financial instruments, more and more border regions are now establishing interesting structures for transnational cooperation, this being particularly true in the field of vocational training. These could serve as a reference framework for future activities throughout the Community as a whole. In this context, it would be opportune to give priority at Community level to those projects of interest to a large number of bodies, regions and countries. At a practical level, scientific and technical assistance will be provided over the coming four-year period in preparing and evaluating a number of workshops.

d.b Vocational guidance plays a key role in the relationship between training and the labour market. With regard to the needs of the future, a conceptual rethink is called for by the increasing diversity and complexity of the initial and continuing training opportunity situation together with the constant changes taking place in skill profiles, recognition of qualifications at Community level and the phenomenon of structural unemployment.

CEDEFOP could continue, within the framework of Community action, the work already undertaken to evaluate the guidance offered to adults in the Member States, and will promote cooperation between those entrusted with the task of developing new strategies. It will also serve as a platform for sharing experience

on concepts which incorporate novel ideas and differ in their functioning from the traditional mechanisms; the Centre has already prepared analytical material and syntheses in this field.

Special attention will be devoted in this work to the long-term unemployed.

E. Research and development activities concerning the main actors in vocational training (Perspective: "EUROPEAN AREA FOR SOCIAL DIALOGUE AND LABOUR RELATIONS")

Because of its structure and experience, CEDEFOP has been invited to contribute to the effort to find practical ways of creating a "European area for labour relations", at the same time taking account of the diversities to be found at national, regional, local and company level and the complementary roles of government authorities, the two sides of industry and other major actors in vocational training. .

a) Strengthening the role of the social partners in vocational training (especially at sectoral, regional and company level)

From the onset of the process of European integration, this endeavour has been one which has involved the organizations representing employers and the work-force both within the Member States and at Community level via their European confederations.

All proposals, initiatives, programes and, indeed, all shared manifestations of Community political will in matters of initial and continuing vocational training have always been and will continue to be preceded by in-depth consultations not only with the competent ministries of the national governments but

also with the bodies designated for that purpose by the organizations representing management and labour.

The social dialogue is explicitly referred to in the Single European Act (Article 118B), it not being mentioned in the Rome Treaties. This social dialogue which takes place at Community level and which has only recently developed in some Member States, may, in principle, act as a "prime mover" for economic and social integration and for the internal market (*); in practice, however, it has so far quite rightly focussed on a number of central issues, for example new technologies and manpower development (**).

At a conference organized in Brussels at the end of November 1988 (in close cooperation with the Commission, the Economic and Social Committee and the social partners operating at Community level), CEDEFOP presented the results of a comparative study on the present role and involvement of the social partners in vocational training.

During the four-year period to 1992, CEDEFOP will be able to communicate the findings of its work in suitable forms to those who are involved or interested

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(*) "Social Europe", special issue, 1988.

(**) Just as the European Foundation for the Improvement of Living and Working Conditions, in Dublin, is doing in respect of other aspects.

in the social dialogue in the Member States. It is likely that a broad consensus will become manifest among all the parties concerned to the effect that this dialogue should be developed in the coming years at sectoral, regional and company level, and more specifically in the sectors and regions selected for priority treatment by the Community structural funds. The Centre's contribution to this Community effort (e.g. in-depth case studies in various sectors such as metallurgy, construction and banking) will be determined in line with the directions taken by ongoing social dialogue in the Community, with a close link being maintained with the research being conducted by the Foundation in Dublin, and will be laid down in the four annual work programmes defining the Centre's operations between 1989 and 1992.

b) Training of trainers in small and medium enterprises (especially the owners of small firms and the managers of cooperatives)

b.a In this field too, CEDEFOP will continue to play its threefold role to support the social partners and the Community institutions.

The completion of the internal market will open up new opportunities first and foremost for the larger enterprises, and it is clear that the most vulnerable companies will be the small and medium ones. Measures must be designed to help these enterprises overcome

their specific handicaps, in particular their difficulties in gaining access to information and recruiting skilled manpower.

b.b For this purpose the "Guidelines on training for entrepreneurs and managers in the SME sector", prepared between 1986 and 1988, could be made available systematically from 1989 on to the institutions which are closely involved with the small and medium enterprise sector. These Guidelines will be useful in establishing norms and criteria for the design, implementation and delivery of training schemes for small and medium enterprises, at the same time respecting and drawing maximum benefit from national and even regional differences. It will thereby be possible to launch investigations and measures which could also equip this sector with suitable continuing training schemes.

b.c As a result of the Lyon-Genoa-Saragossa pilot scheme, the Centre will participate in setting up a network of SMEs and cooperatives in the EC Member States whose function will be to promote the exchange of experience on training programmes focussing on facilitating the integration of young people, the establishment of new business ventures and the introduction of new technologies.

b.d For the Centre, there will be a continued need for closely linking this priority area with those relating

to trainers and regional development and vocational training in conjunction with the EC structural funds; in the immediate future, high priority should clearly be attached to continuing training and regional development, trainers in continuing training, continuing training in small and medium enterprises and distance learning.

c) Training of trainers (especially in skills for 1992)

c.a The research work which the Centre has already carried out on this theme has produced significant information regarding the current profiles and skills of a fraction of the target groups. However, a broadening of the research base here seems indispensable if the entire range of persons concerned in the various contexts is to be suitably covered; the set objective is to establish terms of reference for the training of trainers with a view to 1992.

But given this intention to construct such a reference framework, due account should be taken of the fact that the skills held by those concerned are changing rapidly. The approach to be adopted, therefore, must be one of prospection as it is of fundamental importance that the direction(s) taken in this process of change be properly recognized and that the general training contours which will allow trainers to successfully tackle the challenges of the future be properly identified. Special importance must be

attached to the role of continuing training in this connection.

c.b The role of the Centre in relation to the development of training for trainers should be oriented towards the year 1992 and steer in three main directions:

Firstly, the Centre should work towards setting up a network of researchers recruited from different institutional backgrounds in the Member States. The network, whose members should be engaged in applied research in the field of training for trainers, should undertake a number of tasks, including the following:

- to support the Centre in analysing the problems inherent in training for trainers;
- to serve as consultants with regard to the measures to be initiated by the Centre;
- to report on relevant research work conducted in the Member States.

Secondly, the Centre should establish a reference framework for the skills which trainers should master with a view to the year 1992 and at the same time compile information on the training required to generate these skills.

The research involved here should include inputs from organizations which avail themselves of the services

of trainers, organizations which provide training for trainers (companies, universities, government-run training centres, bodies established by employers and trade unions), trainers from the various levels, and representatives of the social partners.

A feasibility study must be carried out on the sectors for which training as an investment is a particularly pertinent issue.

Thirdly, the Centre should seek to improve the mechanisms of continuing training, taking due account of present deficits and future needs as foreseeable in the light of the changing roles and profiles of training personnel.

The activities here should be split into different groups:

- workshops/seminars bringing together representatives of the organizations engaged in promoting training for trainers (national public-sector organizations, companies, universities) to promote an exchange of views on new models to analyse the value added;

- proposals for developing effective continuing training mechanisms for trainers.

The objective here is to create learning situations

via an exchange of views among those directly engaged in the field in order to draw conclusions for generalization and transfer to different situational contexts.

Section III

# ACTIVITIES, RESOURCES AND ORGANIZATION

## III FINAL REMARKS

### 1. 1992 and the Functions of the Centre

1.1 Despite their many differences, these vocational education and training systems are increasingly running up against similar problems. The Community's initiatives and action programmes relating to vocational training have therefore offered something for each of them and will continue to do so via the activities mentioned in the introduction to this document.

1.2 The Centre will continue to serve as a platform for the exchange of information, experience and new ideas drawing on a constant and continuing research effort. The Centre's statutes emphasize that its primary function is that of assisting the Commission; these statutes, together with the statutory acts of the Council, set out the Centre's mandate. The same statutes define CEDEFOP as "a body independent of the departments of the Commission" which is to carry out its own activities and establish links with other organizations, namely, the social partners, national governments, the European Parliament, and the Economic and Social Committee of the European Communities. In the same way, the various groups represented on the Management Board of CEDEFOP emphasize the latter's role as a centre for the support and promotion of research and a platform for encounter; its studies

and proposals for innovation are a necessary instrument for the Centre to effectively support the institutions of the European Community.

1.3 The significance of the Centre's various functions (cf. the final section of the Introduction) differs depending on the type of activity concerned - e.g. "research forum" and the "study visit" programme. Nevertheless, its third function as a forum for encounter is one of the main facets of all the Centre's activities.

2. Staff and operational resources

If the activities described above are to be carried out to full satisfaction in the coming four years, sufficient funds must be made available. Although because of the budget difficulties faced by the EC no significant increase in staff and operational resources can be expected, the increasing number of tasks to be fulfilled and, more importantly, the Centre's increasing involvement in the cost-intensive implementation of Community programmes necessitate an expansion of the facilities available to the Centre. Given the special requirements for 1992, the budget of the Commission (of which the Centre's budget is a part) could have an estimated average growth rate of approximately 10% per year. CEDEFOP envisages that the increase in operational resources will be higher than that for staff and administrative expenditure.

3. Breakdown of resources among the five areas of activity

3.1 Despite the many difficulties involved in forecasting some five years into the future, particularly in view of the yet unknown nature of policy decisions to be taken by the Community institutions, which may have major repercussions for the work of the Centre (e.g. on "Comparability" and "Directory" of qualifications), it is nevertheless a reasonable proposition to present an estimate of the way in which resources will be divided among the five fields of activity up to the year 1992. In line with the Management Board's concept of maintaining an approximate balance among the priority areas of activity to 1992 and proceeding from the current breakdown, the Centre should invest some 20% of its budget in each of its areas of activity. For this balance to be struck, savings will have to be made in area C (in particular as regards expenditure on periodical publications), and more must be invested in the studies falling within areas B and E (e.g. in-depth research on the social partners, on continuing training and on the role of trainers).

3.2 With regard to the allocation of resources to the individual work projects, it would be premature at this stage to present figures for all the fields over a four-year period (especially as changes are inevitable and indeed desirable). Nevertheless, it is possible in the interest of greater transparency to list those fields of work which will make strong

claims on the Centre's staff and operational resources over the coming four years:

- comparability/directory/mutual recognition of vocational training qualifications and occupational profiles (A,a-c);
- vocational training, particularly continuing training, in "backward regions" and sectors with declining industries (B, a and b);
- information, documentation, database, periodical publications and the new "Guide" (C, c and d);
- research forum and Community programme of study visits (D, a and b);
- in-depth studies on the social partners and training of trainers (E, a and c).

In view of the enormous costs resulting from the rule on languages of the European Community, particularly for the complex and urgent work connected with the "comparability/directory/recognition of qualifications" for 1992, it should be possible for the governments and other interested bodies to share in the financing of these specific projects.

4. Breakdown of resources by expenditure item

In accordance with the financial regulations governing the work of the Centre, the annual budget is made up of three chapters: Staff (Chapter 1), Administrative expenditure (Chapter 2), and Operational expenditure

(Chapter 3). However, this chapter-based breakdown provides no detailed information on the allocation of the appropriations. Accordingly, CEDEFOP has recently published a breakdown of expenditure by expenditure items; given the present figures and the trends forecast to 1992, the approximate percentages are as follows:

- management and administration: 15%
- interpreting and translation: 20%
- information, documentation, publications: 25%
- studies, conferences and study visits: 40%

The Centre will endeavour to maintain this breakdown over the coming four-year period as it considers it to be appropriate in the light of the many and varied activities required of the Centre.

5. Importance of annually revising the four-year programme

5.1 When preparing the annual work programmes and budgets, it is essential to reconcile what is desirable from the programmatic viewpoint with what is feasible from the manpower viewpoint. As considerable changes can take place during the course of four years, it is inevitable that new priorities may take precedence when adopting important details in the annual work programmes. It will undoubtedly be necessary for the methods, duration and anticipated output of the various work projects to be revised each year and,

where necessary, redefined. The allocation of the available funds to the various fields of work must take place within the framework of the Work Programmes and draft budgets to be adopted at the end of each year by the Management Board of the Centre.

5.2 From 1989 on, the Work Programmes will include precise indications on both the breakdown of operational expenditure and the corresponding staff implications. Although it is known that some activities in the five fields will be carried out as teamwork or by an ad hoc group, responsibility will always rest with a member of the Centre's professional staff engaged in the project in question.

6. Community perspectives

In view of the ambitious objectives set by the European Community for 1992 (see Chapter I), some of which have been taken as priority objectives for the Centre's areas of activity in the coming four years (see Chapter II), CEDEFOP as a Community organization has its role to play and will make its own contribution, in particular concerning all vocational training programmes involving stronger participation of the social partners. As has been emphasized on numerous occasions by its Management Board, the Centre, by virtue of its threefold function, is well placed for supporting and furthering these Community objectives.

Accordingly, this document can aptly close with a quotation by Mr. M. Marin, Vice-President of the Commission, in the context of the perspectives envisaged for 1992: "CEDEFOP is a place of encounter, of comparison and contrast, and of reflection; it is thus an indispensable element in the development of a vocational training policy which will in turn serve as one of the key factors in realizing the internal market."